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Peacebuilding Commission

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Monitoring and Tracking Mechanism of the Strategic Framework for Peacebuilding in Burundi

I. Context

1. The Strategic Framework for Peacebuilding in Burundi (PBC/1/BDI/4) formalizes the partnership between Burundi, the Peacebuilding Commission and other stakeholders in the consolidation of peace in the country. In order to complement the Strategic Framework for Peacebuilding, the Government of Burundi and the Peacebuilding Commission have jointly developed the Monitoring and Tracking Mechanism as described below to review, on a regular basis both locally and in New York, progress in the implementation of the Strategic Framework.

II. Monitoring and Tracking Mechanism

2. The Monitoring and Tracking Mechanism consists of three components: (a) the Partners Coordination Group in Burundi, which is the monitoring structure; (b) the matrix and progress reports; and (c) the Monitoring and Tracking Mechanism review meetings of the Peacebuilding Commission and other follow-up activities.

A. Partners Coordination Group

3. The Government of Burundi and its partners agreed to establish the Partners Coordination Group to serve as a dedicated framework for dialogue, coordination and monitoring for the Poverty Reduction Strategy Paper and the Strategic Framework.[1] Flexibility and pragmatism will guide the application of the terms of reference of the Partners Coordination Group. They will be updated when necessary.

4. The Partners Coordination Group is a three-tiered structure. At its base, it will have sectoral clusters coordinated by a Monitoring and Evaluation Group of the Poverty Reduction Strategy Paper to deal with technical aspects related to the

[1] The terms of reference of the Partners Coordination Group will be available at www.cslpminiplan.bi.

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development and monitoring of sectoral strategies under the Poverty Reduction Strategy Paper. In parallel, there will be a Monitoring and Evaluation Group responsible for monitoring the Strategic Framework.

5. The second level, the Strategic Forum of the Partners Coordination Group, will deal with key issues emerging from the sectoral groups. It will ensure the coordination of the Priority Action Programme/Poverty Reduction Strategy Paper annual review and will consider suggestions coming from the Monitoring and Evaluation Group of the Strategic Framework.

6. The third level is the Political Forum of the Partners Coordination Group, under the alternating chairmanship of the two Vice-Presidents of the Republic. The Political Forum of the Partners Coordination Group will be the counterpart structure of the Burundi configuration of the United Nations Peacebuilding Commission in New York. The outcome of the quarterly deliberations of the high-level meetings of the Partners Coordination Group in Bujumbura will serve as a basis for the preparation of the reports to be considered at the Peacebuilding Commission's periodic reviews in New York.

7. In order to ensure effective monitoring and tracking of progress of engagements and contributions in the Strategic Framework, the Government of Burundi will allocate resources for the functioning of the Partners Coordination Group. The Peacebuilding Commission invites the international community to provide support for the effective functioning of the Partners Coordination Group, including through technical and financial assistance, as appropriate.

B. Matrix and progress reports

8. The matrix is designed to assess progress in Burundi on the implementation of the Strategic Framework using a two-fold approach: (a) monitoring the implementation of mutual engagements and contributions of the Government of Burundi, the Peacebuilding Commission, and other relevant actors as described in the Strategic Framework; and (b) monitoring progress towards achieving benchmarks for peace consolidation while mitigating risks identified in the Strategic Framework.

9. The matrix will serve as a basis for the biannual progress reports that will be provided by the Political Forum of the Partners Coordination Group to the Peacebuilding Commission, and will be updated as necessary. It will consist of several key elements:

(a) Objectives and priority areas of the Strategic Framework;

(b) Summary of risks related to each priority area, as identified in the Strategic Framework;

(c) Critical benchmarks to gauge progress under the priority areas identified in the Strategic Framework (defined at the political and strategic levels);

(d) Concrete indicators aimed at monitoring progress towards achieving benchmarks and mitigating the risks identified in the Strategic Framework;

(e) List of mutual engagements and contributions of the Government of Burundi, the Peacebuilding Commission and other stakeholders under each priority area.

10. The Monitoring and Evaluation Group of the Strategic Framework will review and update the indicators periodically. The Peacebuilding Commission takes note of the current version of the matrix (see annex), until a revised version is jointly agreed. Drawing upon the relevant information, the progress reports will comprise:

(a) A trend analysis: describing important developments in implementation under each priority area during the review period, and progress towards the benchmarks using the indicators identified under each priority area;

(b) A risk assessment: reviewing the effectiveness of specific interventions to mitigate risks and identifying any emerging risks;

(c) Assessment of the implementation of mutual engagements and contributions: reviewing the performance of the Government of Burundi, the Peacebuilding Commission, and other relevant actors as described in the Strategic Framework;

(d) Recommendations for follow-up and appropriate action.

11. The reports will be prepared by the Strategic Forum of the Partners Coordination Group with the support of the Peacebuilding Support Office. In preparing their input, the Peacebuilding Support Office will consult the rest of the United Nations system as necessary, in particular relevant departments, agencies, funds and programmes, as well as other relevant sources of information. The account of progress against the implementation of engagements of the Peacebuilding Commission will be prepared by the Peacebuilding Support Office, in consultation with the Peacebuilding Commission.

C. Review meetings and other follow-up activities

12. The Peacebuilding Commission in its Burundi configuration will hold two high-level (or ambassadorial-level) formal meetings per year to review the progress reports. Key stakeholders in the peacebuilding process of the country, such as Special Envoys, will be invited to attend at least one of the biannual meetings. The purpose of the formal meetings will be threefold: (a) to review the country's progress towards achieving the objectives of the Strategic Framework and its implication for further involvement of the Peacebuilding Commission; (b) to review progress by all relevant actors in honouring their engagements and contributions under the Strategic Framework; and (c) to rally all actors for further support to peacebuilding activities in Burundi. The meetings will also provide the opportunity to draw lessons from the functioning of the Monitoring and Tracking Mechanism and to update the Strategic Framework.

13. The calendar of formal meetings of the Burundi configuration of the Peacebuilding Commission will be established in consultation with the Government of Burundi and its partners so as to minimize any additional administrative requirements.

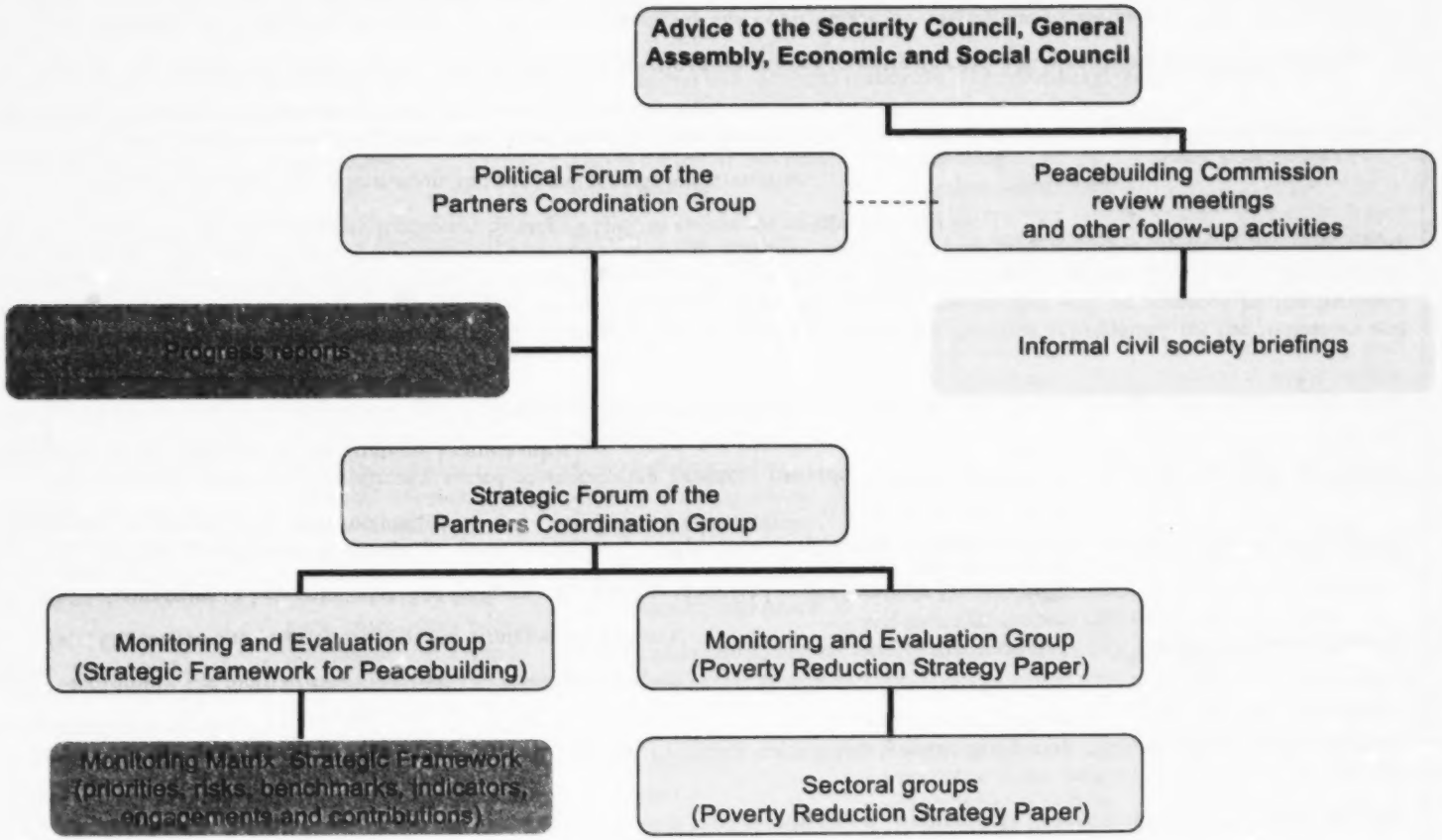
14. The formal meetings of the Burundi configuration of the Peacebuilding Commission will result in advice and recommendations on how stakeholders might achieve their engagements and contributions.

15. The formal meetings of the Burundi configuration of the Peacebuilding Commission could be complemented by additional meetings and briefings and by an annual visit of Peacebuilding Commission members to Burundi, as appropriate. If the situation so warrants, the Peacebuilding Commission visits could coincide with one of the high-level meetings of the Partners Coordination Group. Peacebuilding Commission meetings or field visits would also result in advice and recommendations from the Peacebuilding Commission to the Security Council, the General Assembly and the Economic and Social Council, and other relevant institutions.

16. Informal civil society briefings, with participation of both international and local civil society organizations, will precede the formal meetings of the Burundi configuration of the Peacebuilding Commission.

17. The Monitoring and Tracking Mechanism will be reviewed at the end of 2008, and revised as appropriate.

Partners Coordination Group


Advice to the Security Council, General Assembly, Economic and Social Council
Political Forum of the Partners Coordination Group
Peacebuilding Commission review meetings and other follow-up activities
Progress reports
Informal civil society briefings
Strategic Forum of the Partners Coordination Group
Monitoring and Evaluation Group (Strategic Framework for Peacebuilding)
Monitoring and Evaluation Group (Poverty Reduction Strategy Paper)
Monitoring Matrix: Strategic Framework (priorities, risks, benchmarks, indicators, engagements and contributions)
Sectoral groups (Poverty Reduction Strategy Paper)

Annex

Matrix of the Monitoring and Tracking Mechanism of the Strategic Framework for Peacebuilding in Burundi

Objectives and key elements

1. The matrix is designed to assess peacebuilding progress in Burundi using a twofold approach:

(a) Monitoring the mutual engagements and contributions of the Government of Burundi, the Peacebuilding Commission and other relevant actors as described in the Strategic Framework;

(b) Monitoring progress towards achieving benchmarks for peace consolidation while mitigating risks identified in the Strategic Framework.

2. Accordingly, the matrix brings together key relevant elements:

(a) Objectives and priority areas of the Strategic Framework;

(b) A summary of key risks related to each priority area (as identified in the Strategic Framework);

(c) Critical benchmarks to gauge progress (defined at the political and strategic level, and thus leaving technical and sectoral benchmarks to programmes and projects);

(d) Concrete indicators specifically aimed at monitoring progress towards benchmarks and objectives in line with the mutual engagements (as identified in the Strategic Framework);

(e) List of mutual engagements and contributions of the Government of Burundi, the Peacebuilding Commission, and other stakeholders under each priority area.

3. The Monitoring and Evaluation Group of the Strategic Framework will establish the baseline information for the indicators and update them periodically. The matrix provides the main basis for the biannual progress reports that will be prepared by the Strategic Forum of the Partners Coordination Group. In reviewing the report done by the Monitoring and Evaluation Group of the Strategic Framework, the Strategic Forum of the Partners Coordination Group will take into account the progress report done by the Monitoring and Evaluation Group of the Poverty Reduction Strategy Paper, to ensure the complementarities.

4. Drawing upon the relevant information, the progress reports will comprise:

(a) A trend analysis: describing important developments under each priority area during the review period, and progress towards the benchmarks using the indicators identified under each priority area;

(b) A risk assessment: reviewing the effectiveness of specific interventions to mitigate risks and identifying any emerging risks;

(c) Assessment of the implementation of mutual engagements and contribution: reviewing the performance of the Government of Burundi, the Peacebuilding Commission and other relevant actors as described in the Strategic Framework;

(d) Recommendations for follow-up and appropriate action.

Priority Area 1: Promoting good governance (compliance with the Constitution and the law, additional space and mechanisms for consultation and dialogue on the principal issues related to peacebuilding, action against corruption, building public administration capacity and strengthening the decentralization process, preparing for future elections through the establishment of an independent national electoral commission).

Risks: 1) Recurrent institutional instability; 2) Speculation for access to short-term resources; 3) Poor management of refugees/IDPs reintegration, in relation to land issue

Benchmarks	**Indicators**	**Government of Burundi engagements**	**Peacebuilding Commission engagements**	**Other stakeholders**
By 2008, existence of a political environment conducive to the peaceful resolution of political conflict through the institutionalization of a culture and practice of dialogue on major issues and national strategies Creation of a political environment conducive to the conduct of free and fair national elections in 2010 Improvement in the integration of gender in the implementation of programmes under the Poverty Reduction Strategy Paper and the Strategy Framework Improvement of management of public resources	Level of representation of the different groups (Government, national and local representatives, political parties, civil society, women, youth, religious groups, media, representatives of vulnerable groups such as IDPs and returnees) in the various frameworks for dialogue Extent to which inter-party committees within parliament will begin to exercise oversight control over critical areas of public interest Progress towards respect for constitutional provisions related to power sharing arrangements (including gender) by the Government and all political actors Application of the quota of at least 30% women in	Establish and conduct frameworks for dialogue and consultation and consider the contribution of various stakeholders, in order to develop a national consensus on questions related to peacebuilding and to develop a vision which engages the leadership and people of Burundi in a process of consolidation of democracy and peace Pursue its commitment to and efforts in integration of women into national decision-making bodies and all national programmes Accelerate the rebuilding of a functional public administration and its decentralization to make it more transparent, accountable, efficient and ready to serve all citizens Pursue efforts aimed at	Maintain its engagement with Burundi and jointly review continued engagement after national democratic elections in Burundi, which are scheduled for 2010 Advocate for international expertise and resources for the establishment of an independent national electoral commission as well as for the preparation and peaceful conduct of the 2010 elections Highlight, where appropriate, progress achieved by the Government in the area of good governance within the conclusions and recommendations that the Peacebuilding Commission draws from the biannual high-level meetings By end 2008, suggest ways to render financing	**Civil society, religious communities and the Bashingantahe institution**: Conduct an ongoing and effective dialogue within civil society itself and between civil society and other actors on issues related to peacebuilding Undertake educational activities related to peace, a culture of democracy and cultural values promoting reconciliation Assess the extent to which national priorities are in line with community aspirations and make the necessary recommendations **Women's organizations** Engage in dialogue with decision makers at all levels on the integration of a gender perspective in Government policies and programmes

	decision-making institutions at all levels Proportion of women who participate in the various management structures of poverty reduction programmes and peacebuilding projects Existence of an institutional framework supportive of female leadership Establishment by 2008 of a consensual framework for the preparation of the elections in 2010 Respect of and enforcement by public authorities of decisions by the anti-corruption Brigade and Court (number of corruption cases investigated and % of rulings enforced on a timely basis) Level of involvement of civil society in the fight against corruption (number of associations active in the fight against corruption, number of cases where civil society played an active role) Level of improvement in the transparency and availability of basic social services	combating all forms of corruption and promote transparency as a means to build trust among actors in Burundian society	instruments as well as cooperation tools and practices more responsive to priority peacebuilding needs of Burundi	**The private sector** Contribute actively to action to combat corruption and promote respect for the rules of competition Strengthen dialogue between the Government and the private sector in order to increase its value added in the recovery of macroeconomic indicators **Political parties represented in Parliament and/or in local councils** Integrate the priorities of the Strategic Framework into the missions and programmes elaborated by the political parties In addition to their sustained efforts to further political dialogue within the structures provided by the Constitution, in particular the Parliament and the Government, participate constructively in the dialogue that will be opened up and commit to the peaceful resolution of conflicts Respect the separation of powers. The opposition should play a role in full respect for the law and in a constructive spirit

Priority Area 2: Completing the implementation of the Comprehensive Ceasefire Agreement between the Government and PALIPEHUTU-FNL			
Risk: Delay in implementation of the ceasefire			
Benchmarks	**Indicators**	**Government of Burundi engagements**	**Peacebuilding Commission engagements**
Full implementation of the Comprehensive Ceasefire Agreement signed between the Government of Burundi and the PALIPEHUTU-FNL Respect of international humanitarian law in the disarmament process and in the management of cantonment sites	Extent to which the Joint Verification and Monitoring Mechanism functions according to the Comprehensive Ceasefire Agreement signed between the Government of Burundi and PALIPEHUTU-FNL Trend in number of violations of the ceasefire Level of integration of FNL in political and administrative institutions as provided for by the Constitution Trend in number of acts of violence and abuse against civilian populations, particularly women and children in and around cantonment sites by FNL Number and quality of specific services available for women and children in assembly areas and in DDR process	Continue to work with PALIPEHUTU-FNL, the facilitator, the subregional initiative and actors of Burundian society immediately and jointly to create conditions conducive to the effective implementation of the September 2006 Comprehensive Ceasefire Agreement between the Government and PALIPEHUTU-FNL	Undertake measures to advocate within the international community for support to the peacebuilding process by highlighting progress in, as well as challenges, risks and opportunities of, peacebuilding efforts in the country Engage all relevant international actors to support the Government, the subregional initiative and the AU to bring to conclusion the implementation of the Comprehensive Ceasefire by December 2007

Priority Area 3: Continuing the reform of the security sector and the disarmament of the civilian population, with the effective involvement of all the stakeholders			
Risks: 1) Continued negative perception of security forces by population; 2) Lack of economic opportunities for demobilized soldiers			
Benchmarks	**Indicators**	**Government of Burundi engagements**	**Peacebuilding Commission engagements**
Significant progress in professionalization of the Police and Army Completion of the disarmament and demobilization of combatants, including FNL members in accordance with the Comprehensive Ceasefire Agreement, taking gender dimension into account Civilian control of the security forces through civilian oversight mechanism Significant progress in voluntary surrender of weapons by civilian population	Share of complaints against members of the security forces that lead to an investigation and share of disciplinary measures that are enforced on a timely basis Trend in level of satisfaction of the population with defence and security forces (% as reported by independent bodies) Number and trend of human rights violations by security forces and ex-combatants Number and trend of cases of rape and gender-based violence committed by defence and security forces Number and trend of voluntary surrender of weapons Share of demobilized involved in community-level peacebuilding and development	Enhance the effectiveness of the national agencies and structures in charge of demobilization and disarmament processes The Parliament must enhance its oversight role on the Security Forces	Provide sustained attention to and support for the mobilization of resources in support of this priority area, and in this regard help to ensure that the pledges and commitments made at the Partners Round Table held in May 2007 are honoured Undertake measures to advocate within the international community for support to the peacebuilding process by highlighting progress in this priority area, as well as challenges, risks and opportunities

Priority Area 4: Ensuring equitable access to justice, promoting human rights, taking action against impunity and facilitating consensus on the modalities for the establishment and operation of the transitional justice mechanisms				
Risks: 1) Citizens continue to take the law into their own hands; 2) Acts of injustice that catalyze conflicts persist				
Benchmarks	**Indicators**	**Government of Burundi engagements**	**Peacebuilding Commission engagements**	**Other stakeholders**
Agreement between the Government of Burundi and the United Nations towards establishment of transitional justice mechanisms A steady increase in equitable access to justice Effective functioning of an independent and well resourced national Human Rights Commission	<u>Transitional justice</u> Level of involvement of the various parts of Burundian society in the Truth and Reconciliation Commission national consultations Timeliness of publication of results of the national consultations are published (end 2008) and level to which they reflect the contributions of various parts of Burundian society Progress towards adoption of a law establishing the Truth and Reconciliation Commission, which takes into account the specific needs of women and children (target date for adoption: before end 2008) <u>Reform of the justice sector</u> Number of judgments pronounced and enforced on time/number and trend of backlog cases	Initiate, together with civil society and the United Nations system, popular consultations at all levels in order to arrive at a broad consensus on transitional justice mechanisms, establish those mechanisms and support their operation Create the conditions for the establishment of an independent judicial system to serve the citizens, encourage regular recourse to the justice system and facilitate access to it Prosecute those responsible for human rights violations, including violence against children, women and other vulnerable groups; and establish independent mechanisms for the protection of human rights	Share with the Government of Burundi lessons learned in the area of transitional justice and how it relates to other peacebuilding priority areas Mobilize international assistance for the effective establishment and functioning of transitional justice mechanisms Provide sustained attention to and support for the mobilization of resources in support of this priority area	**Civil society, religious communities and the Bashingantahe institution** Contribute to the moral reconstruction of the country, to listening and healing of memories and trauma Develop mechanisms to allow equal access to justice for all citizens, including through coordinated legal assistance and support to legal literacy **Women's organizations** Strengthen mechanisms for advocacy and prevention and punishment of gender-based violence

	Number of reported human rights violations during each reporting period (broken down by gender and age); percentage of these violations in response to which punitive action is taken Progress towards adoption of a criminal code is adopted by the National Assembly			

Priority Area 5: Finding sustainable solutions to the land issue and the socio-economic recovery of populations affected by the war and conflicts				
Risks: 1) Land issue remains unresolved; 2) Worsened economic conditions and food insecurity due to weather vagaries; 3) Economic reforms cause deterioration of social conditions and conflicts				
Benchmarks	**Indicators**	**Government of Burundi engagements**	**Peacebuilding Commission engagements**	**Other stakeholders**
Enough resources are allocated to priorities that contribute to solving land issues and support socio-economic recovery of populations affected by the war Existence of well resourced institutional and legal mechanisms for the sustainable resolution of the land issue	Number and percentage of land disputes brought to the Land Commission (by gender and category of population) resolved over a given period of time Number and trend of cases of violence related to land disputes Progress towards the adoption of and implementation of a law on inheritance Percentage of widows in the process of reinstallation who have access to land The reinsertion and reintegration of populations affected by the conflicts are done through reconciliatory and "peaceful coexistence" approaches	Ensure specific monitoring of the Priority Action Programme in the context of the Poverty Reduction Strategy Paper, with a view to contributing to peacebuilding and grass-roots economic recovery and building a true partnership around the main programmes	Convene stakeholders, organize lessons learned exercises and share good practices with Burundi on experiences of countries faced with similar land challenges Ensure that peacebuilding aspects of community-based socio-economic recovery of the Priority Action Programme receive attention through convening a thematic meeting Provide sustained attention to and support for the mobilization of resources in support of this priority area	**Civil society, religious communities and the Bashingantahe institution** Undertake actions at the grass-roots level to bring communities together, focusing in particular on community mediation and socio-economic reintegration of various groups affected by the conflict (demobilized combatants, repatriated persons, displaced persons, child soldiers and those who remained in the collines, etc.) **Women's organizations** Resume innovative actions by women for community reconciliation, peaceful coexistence and combating poverty

Priority Area 6: Mobilization and coordination of international assistance				
Risk: Weak Government capacity in effective mobilization and utilization of aid delays disbursement of aid				
Benchmarks	**Indicators**	**Government of Burundi engagements**	**Peacebuilding Commission engagements**	**Other stakeholders**
International aid is effectively coordinated by the Government and directed towards peacebuilding and poverty reduction priorities	The Partners Coordination Group plays its role of monitoring and evaluating national and international contributions to peacebuilding and community-based socio-economic recovery Percentage of recommendations from Partners Coordination Group reviews translated into concrete actions Percentage of external aid channelled through national systems	Commitment to improved aid coordination and monitoring through establishment of joint Monitoring and Tracking Mechanism for Poverty Reduction Strategy Paper and Strategic Framework	Provide sustained attention to and support for the mobilization of resources to Burundi in support of its peacebuilding priorities, and in this regard help to ensure that the pledges and commitments made at the Partners Round Table held in May 2007 are honoured Contribute, individually and collectively, to supporting Burundi in is peacebuilding efforts by: –Better coordinating support for Burundi in various United Nations governing bodies; –Encouraging the effective coordination of United Nations and other actors with respect to the application of the present Strategic Framework; –Encouraging the broadest participation of partners in all international forums in which support can be garnered for Burundi, and encouraging a broader donor base for Burundi;	**Bilateral and multilateral partners** Support the implementation of Government priorities as reflected in the Poverty Reduction Strategy Paper (2007-2010) and in the Priority Action Programme (2007-2010) Join with the Peacebuilding Commission in advocacy on behalf of Burundi Fulfil the commitments made at the Round Table

	–Assisting partners in enhancing the quality of aid delivery to Burundi			

Priority Area 7: Integration of subregional dimension in peacebuilding				
Risks: 1) Non-ratification of the Great Lakes Region Peace and Security Pact; 2) Persistence of armed groups in subregion; 3) Reintegration of refugees and IDPs represents challenges to peace in subregion; 4) Private sector suffocates due to products from abroad				
Benchmarks	**Indicators**	**Government of Burundi engagements**	**Peacebuilding Commission engagements**	**Other stakeholders**
The Pact on Security, Stability and Development becomes operational Burundi strengthens its capacity to engage actively in the implementation of the Pact Subregional and transborder collaboration with members of the Pact produces action on key priority areas Regional, political, economic interactions are enhanced (East African Community, Economic Community of the Great Lakes countries, Common Market for Eastern and Southern Africa, etc.)	Level of respect of the rights of populations who live abroad (refugees and others) Existence and efficiency of a subregional mechanism for peaceful conflict resolution between border populations in the Great Lakes region Number of refugees who are repatriated and reintegrated safely and in a sustainable manner Number of economic cooperation agreements with neighbours and related terms of trade	Play a proactive role in the ratification and implementation of the Pact on Security, Stability and Development in the Great Lakes region during 2007, and develop measures to support the contribution of subregional integration to peacebuilding	Work towards integrating the subregional dimension of peacebuilding in the Great Lakes Region in its commitment with Burundi, notably through cooperation with the secretariat of the International Conference on the Great Lakes Region and by encouraging all countries in the region to ratify the Pact on Security, Stability and Development in the Great Lakes Region	**States in the subregion** Contribute to peacebuilding in Burundi by implementing security commitments made in the various subregional cooperation frameworks Manage the issue of refugees in close collaboration with Burundi in order to preserve stability

Priority Area 8: Mainstreaming the gender perspective in the implementation of the other priorities and throughout the peacebuilding process, while respecting the priorities of the national gender policy and Security Council resolution 1325 (2000) on women, peace and security			
Risk: Women's continued lack of social, political and economic empowerment			
Benchmarks	**Indicators**	**Government of Burundi engagements**	**Peacebuilding Commission engagements**
Progress in integrating the gender dimension in the process of consolidating peace Improvement of women's capacity to be self-reliant	Gender dimension as defined in resolution 1325 is systematically integrated in peacebuilding strategies Adoption and implementation of laws on inheritance, marital property and gifts and violence against women Increased number of women with access to economic opportunities	Pursue its commitment to and efforts in integration of women into national decision-making bodies and all national programmes, and furthermore, ensure that a gender perspective is included in all stages of peacebuilding, as stipulated in United Nations Security Council resolutions 1325 (2000) and 1719 (2006)	Share with the Government of Burundi lessons learned on mainstreaming the gender perspective in peacebuilding from experience gained in similar situations